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RHODE ISLAND'S OUT-OF-STATE POLICY
FOR RECIPIENTS OF OLD AGE ASSISTANCE

A Thesis

Submitted by

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(B. Ed., Rhode Island College of Education, 1927)

In Partial Fulfillment of Requirements for
the Degree of Master of Science in Social Service

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PREFACE

I would like to thank all those who in any way contributed to the writing of this thesis. A word of appreciation is due the Division of Public Assistance of the Department of Social Welfare of the State of Rhode Island for making available the resources of their Agency. The administrative staff and the staff members in the various district offices were most helpful and cooperative in contributing material and suggestions for the completion of this study.

E. B. Laas

CHAPTER I

INTRODUCTION

The problem of planning for the economic and social security of the aged has gained increased recognition in the past twenty-five years. In 1922 Abraham Epstein wrote, "The progress of a nation may be marked by the care which it provides for its aged."¹

The many advancements in medical science and public health measures have resulted in an increase in the life expectancy and a consequent lengthening of the period of old age. In 1840 the life expectancy at birth was 39 years and in a century this expectancy has been increased to 62.81 years for males and 67.29 years for females according to Life Expectancy figures for 1939-1941.²

According to the 1940 United States Census the number of people past sixty-five years of age in our total population has increased during the last seventy years from 2.6% to 6.8%. The 1940 census shows also that the population of Rhode Island over sixty-five years of age has increased from

¹ Abraham Epstein, Facing Old Age (New York: Alfred A. Knopf Company, 1922), p.1.

² Statistical Abstract of the United States, 1943, U. S. Dept. Commerce, Bureau of the Census, Table 82, p. 83.

10,905 in 1900 to 54,284 in 1940; an increase from 4.6% to 7.6% of the total population.³ Table I, page 4, shows the rate of increase in the old age population in Rhode Island by ages from 1900 to 1940.

Unfortunately, medical science has not found the secret of the "Fountain of Youth" and although a person may expect to live to a "ripe old age" he has no guarantee that he will retain the physical or mental capacity to remain self-supporting and financially independent or that he will be allowed to continue working even if he is physically fit.

In 1922, Epstein, in his crusade for social legislation to meet the needs of this steadily increasing old age group, was blocked by the frequent criticism of the public in general that it is through some personality weakness that the aged person has been unable to provide for his old age. The same opinion is held today, by many persons, and is evidenced in the difficulties attending any effort of Public Welfare administrators to increase benefits to the recipients of public assistance. In discussing the causes of dependency in the aged, Epstein writes:

3 Sixteenth Census of the United States, 1940, Volume 11, p. 297, Table VIII, Washington, U. S. Dept. of Commerce, Bureau of the Census.

. . . Not infrequently the smug and complacent citizen replies, "As one makes his bed, so he lies." Poverty in old age it is asserted, is chiefly the result of improvidence, intemperance, extravagance, thriftlessness, or similar vices. As a result of this convenient philosophy, we have made practically no attempt at the amelioration of the adverse conditions facing old age. More and more it is coming to be recognized by all students of social and economic conditions that with the cost of living soaring continuously the great mass of wage-earners cannot lay aside from current wages sufficient to provide for possible emergencies. . . . Under present economic conditions and those of the past decade the average wage earning family must indeed be possessed of great resourcefulness even to make both ends meet, to say nothing of being able to save. . . .⁴

The situation has not improved in the intervening years and the difficulties of saving for one's old age have increased rather than diminished in the past twenty odd years. The shift from an agricultural to an industrial economy in which intense application or speed is essential has resulted in the "scrapping" of workers at an early age. While it is true that World War II with its labor shortage and need for increased production has resulted in opportunities for employment for many who had already accepted retirement, it is only to be expected that at the conclusion of the war when thousands of soldiers return to civilian life, the "aged" will once more have to give way to younger men, and the general trend in industry toward a lower retirement age will continue. The depression years from 1929 to 1939, with the

4 Epstein, op. cit., p. 5.

TABLE I

TOTAL POPULATION OF AGE 65 AND OVER IN RHODE ISLAND*

Ages	Population			% by Age of Total Population		
	1900	1930	1940	1900	1930	1940
Total of all Ages	428,566	687,497	713,346	100	100	100
65 - 69	4,372	9,193	23,147	1.9	2.5	3.2
70 - 74	3,089	6,361	15,944	1.3	1.7	2.2
75 and over	3,444	6,292	15,193	1.3	1.6	2.1
Total of Ages over 65	10,905	21,846	54,284	4.6	5.8	7.6

* Sixteenth Census of United States, 1940, Volume 11,
Table 8, p.297.

accompanying period of unemployment, hit many of the present aged population at the peak of their earning capacity and forced many of them to exhaust savings they had intended as a cushion for their old age. By the time the war boom in industry came they were too old to build a reserve for their remaining years.

There is still another factor to be considered in a discussion of the causes of dependency in the aged. This is the break-up of the family unit in modern society. In the past a really old person in a family was the exception rather than the rule and he was placed in a position of esteem and shown much care and affection and there was never any question of provision for his old age. Today we find the situation reversed. As the population over sixty-five has increased, the birth rate has declined in the twenty years prior to World War II. Figures of the annual report of Vital Statistics for Rhode Island show a gradual decline in the birth rate from 1921 to 1936.⁵ Since that time there has been an upswing in the birth rate which generally occurs in time of war and is not indicative of the general trend. Translated in terms of

5 E. A. McLaughlin, M.D., State of Rhode Island and Providence Plantations, Eighty-Third Annual Report, Births, Marriages, Divorces, and Deaths for the Year Ending December 31, 1935.

the future this means that we will have a larger percentage of the population in the higher age group and a correspondingly smaller percentage in the lower age group to offer care and support to those unable to meet their social and financial needs through their own resources.

The Social Security Act of 1935, amended in 1939, shows a recognition on the part of America's legislators of this problem confronting the nation. Title I of this Act enables the individual states to obtain Federal Aid in financing a plan for their dependent aged.⁶ The State of Rhode Island lost no time in taking advantage of this opportunity and in 1935 enacted legislation whereby the aged persons of the State might have the benefit of the Federal provisions and current social thinking. The first State law became effective on July 1, 1935 and October First of that year saw the first assistance granted under the Act. The Rhode Island Old Age Assistance Plan was approved by the Federal Social Security Board in January 1936 and the State has since been reimbursed according to the provisions of Title I.

The Rhode Island Public Assistance Manual is a mimeographed handbook of policies and procedures to be followed

6 Compilation of the Social Security Laws, Federal Security Agency, Social Security Board, Washington, D. C., pp. 1-24.

in the Administration of the Old Age Assistance program. It is interesting to note that in the section on Eligibility it states, "This Act shall be liberally construed. . ."⁷ It has been the policy of the Division of Public Assistance to consistently take as realistic a stand as possible in any decision affecting the welfare of the recipients receiving assistance under this program. The standards of assistance have been increased and changes have been made in policies and procedures from time to time to meet the changing requirements of the past ten years.

A startling evidence of this policy of realism is found in the elimination of all residence requirements from the public assistance program. The elimination of residence requirements for general public assistance was accomplished in the Rhode Island Public Assistance Act of 1942.⁸ The residence and citizenship requirements for Old Age Assistance were eliminated in 1943.⁹

The elimination of residence is due directly to the realistic and far-sighted philosophy of Mr. Glen Leet, Administrator of the Rhode Island Division of Public Assistance,

7 Rhode Island Public Assistance Manual, Eligibility, Old Age Assistance, November 21, 1940, Sec. 26, p. 18.

8 Rhode Island Public Laws, 1942, Ch. 1212.

9 Rhode Island Public Laws, 1943, Ch. 1330.

with the support and backing of Rhode Island's socially minded Governor J. Howard McGrath. The Governor's thinking on the subject is expressed in an address given before the Rhode Island Conference of Social Work, September 23, 1943, and quoted by Mr. Leet:

. . . At a time when we are feeding Arabs in North Africa, and are praying that the day may soon come when we may feed the French, Poles, Czechoslovakians, and others, it does seem absurd that we should draw the line on needy citizens merely because they come from Massachusetts and Connecticut. . . .¹⁰

The thinking and philosophy of Mr. Leet which is the background for the step taken by Rhode Island is expressed by him as follows:

. . . At a time when we are beginning to realize that this is "one world" we should also realize that this free United States is also "one nation." In a free nation there is no place for state or local trade barriers, State or local settlement laws, or similar restrictions which tend to Balkanize our nation. In a free nation no person, rich or poor, should be "bound to the soil" by settlement laws as though he were a serf in the dark ages. We find it difficult to understand how any person can, with sincerity, be concerned with free enterprise and economic freedom and still support the provisions of the settlement laws which bear so harshly upon the poor. Had some of the present day settlement laws been enforced in the past, the Pilgrims would never have been allowed to land on Plymouth Rock, the Indians would have returned Roger Williams to Salem, Philadelphia would have returned Benjamin Franklin to Boston, Abraham Lincoln never would have been allowed to enter Illinois, and the West would still be the domain of the Indian and the buffalo. . . .¹¹

¹⁰ Glen Leet, Rhode Island Abolishes Settlement, "The Social Service Review, Vol. XVIII, No. 3, p. 281, Sept. 1944.

¹¹ Ibid., p. 282.

Closely related to the settlement laws in their effect upon the migratory person or family, have been the barriers to the movement from one state to another of dependent persons which have been set up during recent years by various states. The opinion of the United States Supreme Court in the Edwards Case¹² raises the question of the constitutionality of many existing State settlement laws. Leonard W. Mayo discusses this decision:

. . . On November 4, 1941, the Supreme Court of the United States handed down a decision in the matter of Fred F. Edwards v. the People of the State of California, a case which involved the question whether Section 2615 of the Welfare and Institutions Act of California violated the Federal Constitution. . . . The question involved was whether an individual without employment and without funds had a constitutional right to migrate from one State to another, or whether a State could designate such a person as dangerous to the common good of the State and exclude him from its boundaries. . . . The Court unanimously rejected the statute. Justice Byrnes read the principal opinion, holding that this legislation imposed an unconstitutional burden upon interstate commerce. . . . Justice Byrnes also stated that, "relief of the needy has become the common responsibility and concern of the whole nation" and "no State can isolate itself from the difficulties common to all of them." . . .¹³

This opinion is the basis for the next step taken by the Rhode Island Division of Public Assistance in its desire to remove artificial restrictions to the migration of the recipients receiving benefits under the Public Assistance program.

12 Edwards v. People of California, 314 U.S. 160 (1942)

13 Leonard W. Mayo, "Migration", Social Year Book, 1943, pp. 334-336.

There have been four regulations concerning the continuation of Old Age Assistance to recipients absent from the State since the inception of the program under the Social Security Act. In November 1940 payments were to be continued for one month only during a recipient's absence from the State. In March 1941 the period was extended to a maximum of three months. World War II created an emergency situation in Rhode Island because of the danger from enemy attack and the development of an acute housing shortage in certain congested areas. To meet this war emergency the period of out-of-state residence was extended for an indefinite period in March 1942. Five months later in August 1942 the present policy was established whereby any recipient of Public Assistance may move from the State and reside outside the State as long as seems desirable. The Division of Public Assistance will continue assistance until the State to which the recipient has moved is willing to assist (See Appendix B).

It is the purpose of this study to examine the present policy to determine (1) the uniformity of interpretation and procedures of administration by the five Administrative Areas of the Rhode Island Division of Public Assistance, (2) special problems arising in connection with the administration of the policy, (3) the attitudes toward and residence requirement of the States in which the recipients have taken residence, (4) the effect of the policy on the lives of the

recipients taking advantage of its privileges, and (5) the evidence of available Public Assistance Service to the out-of-state recipients.

The qualifying requirement for the inclusion of a case in this study is that the recipient received an Old Age Assistance check from the State of Rhode Island, for the month of September 1944, at an out-of-state address. According to the September 1944 payrolls there were seventy-seven cases receiving an Old Age Assistance check at an address outside the borders of the State of Rhode Island.

A statistical study is made of these seventy-seven cases to determine (1) the incidence of the movement of old age recipients from Rhode Island, (2) the amount of money expended on the out-of-state cases in comparison with the total spent for Old Age Assistance in this month, (3) the sex of Old Age recipients moving from Rhode Island, and (4) the States represented in the out-of-state cases.

A more detailed examination is made of a representative sample of twenty-five cases from the group of seventy-seven. An effort was made to include cases in the sample from each administrative area in the same proportion that the cases in that area bore to the total out-of-state cases (See Table IV, p. 20). Each State represented in the out-of-state cases is represented in the sample (See Table V, p. 21). The schedule

in Appendix A was applied to each of the twenty-five sample cases and the information was obtained from a review of the case records as well as from discussion with staff members in the respective areas.

The review of the case history is limited to the situation of the recipient from just prior to his leaving Rhode Island to the most recent entry in the record. The findings are limited in that they are representative of only approximately one third of the out-of-state caseload for the month of September 1944. It is believed, however, that the sample is large enough to give information indicative of general trends in procedures of administration as well as the effect of the policy on the lives of the recipients taking advantage of its privileges. The policy has been in effect two years at the time of this study which seems to allow sufficient time for the formulation of general trends.

In order to avoid repetition and monotony in the presentation of case material, the results of the study of the sample concerning procedures of administration, attitudes and residence requirements of the States to which Old Age recipients have moved, standards of assistance used in the determination of the payment, and methods of contact with the out-of-state cases are treated separately.

When the Division of Public Assistance set up the present

policy for out-of-state residence for Old Age Assistance recipients the Division was charged with two responsibilities; (1) to ask the State Department of Public Assistance in the jurisdiction in which the recipient is living to make investigations periodically to determine the continued need of assistance and (2) to continue assistance until the State to which the recipient has moved is willing to assist (See Appendix B).

There has been one procedure set up specifically for the administration of the out-of-state cases. In March 1943 a plan was authorized whereby an out-of-state recipient's payment might be increased to cover complete medical and hospitalization costs without regard to any maximum, at the rate which the Division of Public Assistance in the other State would have to pay for this service (See Appendix C).

The problem of providing for the payment of burial costs and expenses incurred during the last illness for out-of-state recipients dying without a resource to meet this need might be the cause of some concern to the Rhode Island Division. Obviously, the Local Directors in the States in which residence requirements have not been eliminated, will not accept this responsibility. Careful clarification of this point with the recipient by the social worker at the time removal from Rhode Island is contemplated, is of value in solving this problem.

A memorandum on the subject of Assistance After Death issued on October 8, 1942 provides for the payment of burial costs and hospital expenses incurred during the last illness by General Public Assistance, for those persons dying without a resource to meet this need (See Appendix D). Whether or not this assistance would be available to the out-of-state cases depends upon the interpretation and acceptance of the policy under study by the Rhode Island Directors of Public Welfare.

This chapter has attempted to show (1) the need for concern regarding the rising problem of dependent old age, (2) some of the philosophy and planning underlying Rhode Island's present plan for out-of-state residence for recipients of Old Age Assistance, and (3) to explain the purpose, method, and scope of this study.

CHAPTER II

STATISTICAL STUDY OF SEVENTY-SEVEN CASES

The assertion has frequently been made by persons in the Public Assistance field that if a State removed its barriers to the migration of dependent persons there would be an immediate exodus of a large number of persons receiving public assistance. An examination is made of the Old Age Assistance cases for the month of September 1944 in an effort to determine the incidence of the cases moving from Rhode Island.

Table II on the next page shows the old age cases in the State and out of the State for this month, by administrative areas. It is found that there were 7,185 persons receiving Old Age Assistance in Rhode Island on September 1, 1944. Of these, 7,108, or 98.92%, of the persons received an Old Age Assistance check at a Rhode Island address and 77, or 1.07%, of the persons received an Old Age Assistance check at an address outside the boundaries of the State. This percentage is certainly not indicative of a wholesale exodus of Old Age Assistance recipients. The table shows a concentration of cases in the urban areas. There is no area that has an outstandingly high incidence of movement of recipients which seems to indicate that there is rather uniform interpretation of the policy to the recipients throughout the State and that persons in rural and urban areas are equally mobile.

TABLE II

OLD AGE ASSISTANCE CASES FOR SEPTEMBER 1944
BY ADMINISTRATIVE AREAS*

Areas	Total	In State Cases	Out of State Cases	% of Cases in State	% of Cases Out of State
Total	7185	7108	77	98.92	1.07
Area I	871	863	8	99.08	.91
Area II	1166	1147	19	98.37	1.62
Area III	2992	2965	27	99.09	.90
Area IV	1339	1329	10	99.25	.74
Area V	817	804	13	98.40	1.59

* Source: Total from "Rhode Island Public Welfare, October 1944, published by the Research Division of the Rhode Island Department of Social Welfare.

Another criticism of the policy is that by continuing Old Age Assistance to recipients moving from the State the Division of Public Assistance is sending the taxpayer's money out of Rhode Island to be spent in other States. An examination of the Old Age Assistance payrolls of the State of Rhode Island for September 1944 shows a total expenditure of \$ 230,731.00 for this program for this month. Of this amount \$ 228,043.00 or 98.85% of the total, was expended for assistance to those recipients receiving an Old Age Assistance check at a Rhode Island address, and \$ 2,688.00 or 1.16% of the total, was expended for assistance sent to recipients of Old Age Assistance at an out-of-state address. Table III, page 18, shows the breakdown by Administrative Areas. It would seem that 1.16% of the total amount spent for Old Age Assistance is not a high enough percentage about which the taxpayers need become alarmed. It is observed from the Table that Area II, with a percentage for out-of-state obligations of 1.63, and Area V, with a percentage of 2.04, both exceed the percentage for the entire State of 1.16. This might indicate deviation in the standards of assistance used in the determination of the payment or the incidence of a higher percentage of out-of-state cases requiring an exceptionally large payment to meet medical or other special needs.

The statement is frequently made that women are the more restless sex and that men, if left alone by their women folk,

TABLE III

OBLIGATIONS OF THE STATE OF RHODE ISLAND FOR
OLD AGE ASSISTANCE FOR SEPTEMBER 1944 BY ADMINISTRATIVE AREAS*

Areas	Total	Obliga-tions for In-State Cases	Obliga-tions for Out-of-State Cases	% for In-State Cases	% for Out-of-State Cases
Total	\$230,731	\$228,043	\$2,688	98.83	1.16
Area I	25,317	25,098	219	99.13	.86
Area II	39,496	38,851	645	98.36	1.63
Area III	101,872	100,838	1,034	98.98	1.01
Area IV	37,625	37,374	251	99.33	.66
Area V	26,421	25,882	539	97.96	2.04

* Source: Figures compiled from the Old Age Assistance Payrolls, September 1944.

Totals from "Rhode Island Public Welfare," October 1944 published by the Research Division of the Rhode Island Department of Social Welfare.

Obligations are figures to the nearest dollar.

would settle in one place and remain there. Women, on the other hand, are said to desire a frequent change of environment. This desire is gratified by shifting the furniture about at periodic intervals, or when possible by changing their place of residence. An examination of the sex of the Old Age recipients moving from Rhode Island as shown by this study should prove interesting. A study of Table IV on the next page shows that of a total of 77; 21, or 27.26% of the recipients moving from Rhode Island were men and 56, or 72.72%, were women. These findings seem to justify the old adage that women are the more restless sex. The table also shows the breakdown of the sample by areas as well as by sex and shows that the sample of twenty-five cases chosen for detailed study is fairly representative of the total group in respect to area and sex.

Table V, on page 21, shows the States represented in the out-of-state cases. As of September 1944 there were ten States to which Old Age recipients from Rhode Island had moved. California had three, Connecticut seven, Florida one, Massachusetts fifty-five, Michigan one, New Hampshire four, New York three, Pennsylvania, Texas, and Vermont, one each. As might naturally be expected the States adjacent to Rhode Island have received the largest number of recipients. The fact that Massachusetts rather than Connecticut has received a larger representation may be accounted for, in part, by the

TABLE IV

SEX OF OUT-OF-STATE OLD AGE ASSISTANCE CASES FOR
SEPTEMBER 1944 BY ADMINISTRATIVE AREAS*

Areas	Total	Total in Sample	Men	Men in Sample	Women	Women in Sample	% of Men	% of Men in Sample	% of Women	% of Women in Sample
Total	77	25	21	9	56	16	27.27	36.00	72.72	64.00
Area I	8	3	5	1	3	2	62.50	33.33	37.50	66.66
Area II	19	6	5	2	14	4	26.31	33.33	73.68	66.66
Area III	27	9	6	4	21	5	22.22	44.44	77.77	55.55
Area IV	10	3	3	1	7	2	30.00	33.33	70.00	66.66
Area V	13	4	2	1	11	3	15.38	25.00	84.61	75.00

* Source: Totals from Rhode Island Old Age Assistance Payrolls for September 1944.

TABLE V

STATES REPRESENTED BY THE OUT-OF-STATE CASES FOR
SEPTEMBER 1944*

STATES	TOTAL	SAMPLE
TOTAL	77	25
CALIFORNIA	3	2
CONNECTICUT	7	4
FLORIDA	1	1
MASSACHUSETTS	55	11
MICHIGAN	1	1
NEW HAMPSHIRE	4	2
NEW YORK	3	1
PENNSYLVANIA	1	1
TEXAS	1	1
VERMONT	1	1

* Source: From Rhode Island Old Age Assistance Payrolls
for September 1944.

fact that the concentration of population in Rhode Island is found in such cities as Providence, Pawtucket and Woonsocket which are nearer the Massachusetts border.

CHAPTER III

RESULTS OF THE STUDY OF THE SAMPLE OF TWENTY-FIVE CASES

A representative sample of twenty-five cases, or approximately one-third of the total of seventy-seven out-of-state cases, was chosen for detailed study on the questions posed on page ten of this study.

A. Uniformity of Interpretation and Procedures of Administration.

A study of the cases in the sample shows considerable deviation in the respective areas in regard to interpretation and administration of the policy. In sixteen cases out of the twenty-five, the social worker who was carrying the case before the recipient left Rhode Island continued to be responsible for the case and the continuation of service to the recipient. Contacts in one case were maintained by the District Supervisor. The other eight cases in the sample were from Area III where the out-of-state cases are all carried by one senior worker. The other case in this area is included in those carried by the individual workers as this case remained in the District Office due to the fact that the recipient had left the State on a visiting rather than a permanent moving basis.

Two areas of deviation seem predominant: (1) the proce-

dures of contact with the out-of-state case; and (2) the standards of assistance used in the determination of the payment.

A study of the sample shows that the following methods were used in maintaining contact with the out-of-state cases; personal correspondence with the recipient, correspondence with relatives, correspondence with the Public Assistance Agency in the present state of residence, telephone calls, telegrams, personal visits of the Rhode Island social worker to the recipients within easy visiting distance, or a combination of several of these methods. There were eight instances of personal correspondence with the recipient, six of correspondence with relatives, nineteen of correspondence with the Public Assistance Agency having jurisdiction over the place of out-of-state residence, one instance when a telegram was sent in an emergency situation, four instances of the use of the telephone, two instances when the contacts were made by personal visit of the Rhode Island social worker carrying the case, and three cases in which there was no contact after the recipient left the State.

The phrase "make investigations periodically," stated in the memorandum concerning the responsibility of the Division for the control of the out-of-state cases (See Appendix B), was variously interpreted as meaning at three-month intervals,

six-month intervals, annually, or at irregular intervals.

It was impossible to determine from the records in seven of the twenty-five cases in the sample that any contact had been made with the out-of-state department to determine the date of eligibility for acceptance on Old Age Assistance in meeting the second responsibility of the department for the control of these cases (See Appendix B).

As previously shown the predominating form of contact with the out-of-state cases is through the medium of correspondence. The section on Letter Writing in the Manual reads, "The place of letters in Social Work is strategic. Letters are an important part of interpreting the function of the profession to the community, so should be in the best form possible before being sent out."¹

This study shows that the control of the out-of-state cases as well as the possibility of Public Assistance Service is largely dependent upon relationships established through the medium of the written word. The telephone call or the telegram is practical only in the case of an emergency and the personal visitation by the Rhode Island social worker was only possible because of the proximity of the recipient. It was

¹ Rhode Island Public Assistance Manual, Eligibility, Case Recording, Sec. XI, Letter Writing, p. 13.

discovered that a cold, impersonal letter from the Rhode Island Division invariably resulted in a cold, impersonal answer which was not helpful in planning for the recipient's needs in his new situation.

The letter of vital importance seems to be the initial one written to the Public Welfare Agency in the State to which the recipient has moved. The Rhode Island Division of Public Assistance is in the position of having to interpret the philosophy of this policy to the other states as well as being dependent on the public agencies of these states for the control of the case in the matter of the re-determination of eligibility and the rendering of the Public Assistance Service which the Rhode Island Division can no longer give. It is possible that the attitude of the other States toward this Rhode Island policy may be conditioned, to some extent, by the interpretation received in this initial contact.

It is only fair that in requesting this service the Rhode Island Division should make the task as easy as possible for the out-of-state agency by giving a clear, concise picture of the situation and by requesting specific information whenever possible. The initial letter serves as a sort of intake interview in acquainting the agency with the problem. All social workers are familiar with the indefinite request for a collateral visit which neither states enough of the background to

give an idea of the problem nor gives a clear picture of the information desired.

In reviewing the correspondence in the twenty-five cases in the sample it is found that the initial letters from the Rhode Island Division which gave an interpretation of the policy, a brief summary of the recipient's situation before leaving the State, a statement of the known information of the present circumstances and specific details of the information desired, resulted in the most helpful response to the inquiry.

In the letters requesting re-visit or specific service it was found to be important to follow the same general plan of summarizing the situation and requesting specific information. A warm personal style of writing proved to be of more value in establishing a working relationship with the out-of-state agency than a cold, strictly business style of writing.

The correspondence in the records in the Area in which all the out-of-state cases are carried by one worker is consistent and maintained on a schedule which is conducive to good control and service. An initial letter is sent to the out-of-state agency as soon as the case is transferred to this office as an out-of-state case. A working relationship has been established with persons in the out-of-state agencies through correspondence concerning a number of cases in that area. For instance, in Massachusetts, requests for service

on the out-of-state cases are handled by the Director of the Bureau of Settlements and as certain patterns of procedure have been built up through correspondence with this Rhode Island worker quick and efficient service is available to the recipients who have moved to this State. This worker keeps a notebook in which the date the recipient will become eligible for assistance in the State to which she has gone is noted as well as the dates when letters requesting a six-months' revisit should be sent out. In this way the two responsibilities set up by the Division are met in each case and the worker is aware of any change in circumstance of the out-of-state recipients under her jurisdiction.

In six of the cases where the recipient had left Rhode Island to live with relatives there was direct correspondence between the Rhode Island worker and the relative which resulted in plans for the benefit of the recipient. Relationships were established which were equally as productive as those which might have resulted from personal interviews.

There were eight instances of personal correspondence between the recipient and the worker in the Rhode Island Division. In several cases the minds of the recipients were set at ease by receiving, in black and white, the answer to questions about which they had been confused. In one case in which the recipient had moved to California a very personal

correspondence was maintained in which the worker was kept informed on the climate and matters of rationing in California as well as information pertaining to the health and living arrangements of the recipient. The worker in turn kept the recipient informed of the rigors of the past winter and the problems of food rationing in Rhode Island. Certainly, if this recipient faces a problem with which she needs guidance, she will write her worker and the miles separating them will remain inconsequential.

There are two cases in the sample in which the Rhode Island worker crossed the border into Massachusetts to service the case and in which no contact was made with the agency in that State.

CASE I

Mr. P., age seventy-five, is quite senile and feeble. He is the possessor of a piece of real estate in Rhode Island which has deteriorated during the past years because of the lack of financial resources. The property is rented, however, and Mr. P. receives a small income which is supplemented by his Old Age Assistance payment. His only son is mentally deficient and is an inmate of the State School for the feebleminded. Mr. P. refuses to accept the limitations of his son and is constantly attempting to have him returned to the community.

Just before leaving Rhode Island Mr. P. was living in a boarding home. These arrangements were unsatisfactory as one of the symptoms of the recipient's senility is his lack of personal hygiene. He is also forgetful and does not remember when he gets his check and frequently accuses the worker of not sending it. The situation was becoming tense as the boarding house proprietress was bringing pressure on the Division to move Mr. P. Arrangements for his admission to the State Infirmary were nearly completed when a step-daughter-in-law offered to have him live with

her in her home in Massachusetts. The social worker visited this relative in her home, which is not far from the Rhode Island border, and plans were made with Mr. P. concerning his board rate and financial needs. He seemed very happy for a while in this situation and the Rhode Island worker continued to carry on the details concerned with the upkeep of the property. When the worker visited at the end of a six-month period Mr. P. stated he was unhappy and wished to move back to Rhode Island and establish a home for his son. The relative with whom he had gone to live also expressed the desire for another plan as she found it very difficult to live with Mr. P. At the time of the last contact she agreed to keep him a little longer.

This case was given a great deal of service by the Rhode Island worker who was in a position to give this service personally, only because the recipient moved to a part of an adjacent State that was easily accessible. Had he moved farther away it would have been necessary to have made other arrangements for this service. The policy under study functioned to the benefit of the recipient in that it was possible with the cooperation of a relative to arrange for Mr. P. to remain in the community as long as possible. If he had been unable to leave Rhode Island, and continue to get assistance, it is probable that it would have been necessary to have completed arrangements for his admission to an institution for custodial care.

The other case in which service is maintained by the Rhode Island social worker is that of an old age recipient who entered a convalescent home just across the Massachusetts border because of lack of convalescent facilities in the part of

Rhode Island in which she was living.

CASE II

Miss R., age eighty-three, was living in a boarding situation before leaving Rhode Island. She had been in poor physical health for several years and was exhibiting symptoms of advanced senility. She suffers from facial neuralgia which causes her to cry out frequently because of the extreme pain. It finally became impossible for her to remain in her boarding situation as she was a source of disturbance to others in the home.

Two distant cousins are interested in the recipient and their assistance was gained by the social worker in making a plan for Miss R.'s care. Although not wealthy themselves they have expressed the desire to contribute to the financial needs of the recipient as they cannot offer physical care. They planned with the worker for Miss R.'s admission to a private convalescent home just over the Massachusetts border and at the present time are supplementing the Old Age Assistance payments in meeting a board rate of \$30.00 weekly.

The social worker has visited Miss R. in her new situation and finds that she is receiving excellent care. At this time she is kept under opiates and knows little of what is going on about her. No contact has been made with the Massachusetts Bureau of Old Age Assistance relative to the time they would accept Miss R. as her death is anticipated at any time. She has savings of \$500.00 and burial arrangements will be made by the relatives.

This case shows how the policy under study was used to provide adequate facilities for medical care for an old age recipient. Before this policy was in effect, if no facilities for convalescent care were available in Rhode Island, the recipient would have probably spent her last days in the State Infirmary. There is no problem involved for the Rhode Island Division because of the interest of the relatives and the proximity of the home.

The second area of deviation seems to be in the Standards of Assistance used in the determination of the payment for the out-of-state recipients. A study of the sample shows that there is little validity in a comparison of the present payment with the payment given prior to the time the recipient left Rhode Island. Need is met on an individual basis and determined by the budgetary needs at the time of the social review. There have been several changes in the Assistance Standards in the last few years to meet the changing cost of living and it is therefore impossible to determine from the study of a payment whether it is costing the State more or less because the recipient moved from Rhode Island. There is no way of knowing what his circumstances would have been had he remained in the State and consequently what payment he would be receiving had he not taken advantage of the privileges of the policy under study. The only value in an examination of the payment is in an examination of the assistance plan used in arriving at the figure allowed.

In making an assistance plan for recipients of Old Age Assistance in Rhode Island certain budgetary items are considered inflexible and applicable according to the same standard to every recipient. For example, a man living in one part of the State would receive the same allowance for clothing as a man living in any other part. In general, food, clothing, minimum health, and incidentals are considered inflexible.

Rent and fuel, on the other hand, are considered flexible as the rate charged for these items may vary in different parts of the State. The medical figure varies, depending on the individual need, and is therefore a flexible item. In making an assistance plan for the out-of-state cases it is the policy of the Division to say that the requirements in the budget which are flexible in Rhode Island are the only items which can be flexible outside of the State. For example, a person living alone outside of the State would be entitled to an allowance for food according to the same standard as any person living alone in the State. He might be allowed a different figure for rent or fuel according to the rate charged for these items in his section of the country.

A study of the sample shows that in twenty cases out of the twenty-five the inflexible items of food, clothing, minimum health, and incidentals were figured according to the Assistance Standards of the Rhode Island Division. Rent, which is a flexible item, was allowed on an actual basis and in several cases a board and room figure recommended as desirable by the out-of-state agency was allowed. In the remaining five cases the payment is based on the budgetary needs as determined by the out-of-state agency, using for all items, the Assistance Standards in effect in the State to which the recipient had moved. Three cases were adjusted to meet Massachusetts' standards, one to meet California's standards,

and one to meet Vermont's standards. In every case in the sample in which it was necessary to make a special allowance in the budget for the flexible item of medical care, this amount was determined by the plan in effect for similar care in the State to which the recipient had moved. Cases illustrating some of these medical plans will be discussed later in the study.

Another deviation from general practice in the administration of the Old Age Assistance program and which would not have been possible before the policy under study became effective is shown by the re-instatement of two, and the acceptance of one of the cases in the sample for Old Age Assistance after they had left the State of Rhode Island. This is not in accordance with written policy and was allowed only on an individual basis of social desirability.

CASE III

Mr. L., age eighty-one, had been living alone in a shack on a farm in a rural section of Rhode Island. He had formerly been a handy man for the owner of the farm who continued to meet the simple needs of the old man after he was no longer able to work. The owner died and arrangements were being made by the heirs to sell the farm at auction. Mr. L. applied for Old Age Assistance and while completing the investigation for eligibility, the social worker attempted to help the man find a place to live when the farm was sold. Before eligibility was established Mr. L. disappeared and as it was impossible to locate him the application for Old Age Assistance was rejected. A few weeks later the Division received a letter from a daughter of the applicant who was living in New Hampshire. On the day of the auction she had come to Rhode Island and taken her father home with her as he had no place to stay.

She inquired if it would be possible for him to remain with her and receive assistance as she was willing to give him a home but was not financially able to support him.

Correspondence with the New Hampshire Agency determined that Mr. L. needed a five year residence to be eligible for Old Age Assistance in that State and that he could not be accepted on direct relief as a settlement in another State is considered a resource to be used for dependent persons. While the State Department appreciated the progressive step taken by Rhode Island they felt they could not persuade direct relief officials to assist pending the man's eligibility for categorical assistance.

The situation was presented to the Administrator of Public Assistance in Rhode Island who gave approval for a payment to Mr. L. in New Hampshire for the necessary five year period on the basis of the recommendation by the New Hampshire Agency that the plan was socially desirable and as the man had no place to call home in Rhode Island. The need was determined by the New Hampshire Agency who agreed to service the case.

We see in this case the flexibility of the Rhode Island Division of Public Assistance in making a plan to meet the individual situation. It goes one step beyond the policy under study in accepting an applicant who had moved from the State before receiving a payment. The policy now functions in that Mr. L. will be able to remain in New Hampshire with his daughter for the five year period before he can receive assistance in the State to which he has moved. He seems to be very happy in this situation and the daughter is assuming the responsibility for his care that, had he stayed in Rhode Island, would have fallen on the social worker as he has no other living relatives.

CASE IV

Mrs. D., a widow age seventy-seven, was accepted for Old Age Assistance in Rhode Island in 1937. She owned real estate and in October 1939 sold her property realizing an amount sufficient to provide for her needs for some period of time, and therefore Old Age Assistance closed her case.

In August 1942 a letter was received from Mrs. D. stating that she was now living in Vermont with her sister who was willing to give her a home but could not support her. It developed that Mrs. D. had been admitted to the State Infirmary in Rhode Island shortly after Old Age Assistance had closed the case and had remained there until June 1942 when her sister came to visit her and took her back to Vermont. Mrs. D. inquired if it would be possible for her assistance to be re-instated as she had exhausted the proceeds from the sale of her property in paying her board at the State Infirmary.

The Vermont Agency was requested to investigate the situation and reported that the plan seemed socially desirable and that they would be glad to service the case but could not accept the case for Old Age Assistance until Mrs. D. had acquired a five year settlement period. On the basis of these findings the case was reopened and accepted for a payment to meet the needs of the recipient according to the Vermont Standards of Assistance.

Mrs. D. has been in poor health for some years and before leaving Rhode Island suffered from arthritis and a heart condition. In March 1945 she suffered a shock which paralyzed her arm and deprived her of the power of speech. She is in need of considerable care which is provided by her sister. A special medical figure of \$15.00 a month is allowed in the budget on the recommendation of the Vermont Department, for the medical needs of the recipient.

It appears that Mrs. D. was very unhappy in an institutional environment and that by giving assistance to allow her to follow her plan to live with her sister out of the State, the Rhode Island Division is meeting the needs of the recipient on an individual basis of social desirability.

The sister is assuming the burden of the physical care of the recipient and there seems little doubt that in spite of

her infirmities the recipient is living a much happier life than she would have been able to had she been forced to return to the Rhode Island Institution, which might have been necessary, had the policy under study not been in effect.

CASE V

Mrs. T., a seventy-eight year old widow, was living with a daughter and son-in-law and receiving a small Old Age Assistance payment to meet her personal expenses in the unit. The daughter died and a year or so later the son-in-law remarried. His new wife did not wish Mrs. T. to remain in the unit as she was suffering from high blood pressure and generalized arteriosclerosis and needed considerable care. Arrangements were made for the recipient's admission to the State Infirmary and Old Age Assistance closed the case.

About a year later the Division received a letter from the Department of Public Welfare in a small town in Massachusetts. Mrs. T. was now living with a son and his family and had made application to the out-of-state department for Old Age Assistance. The Rhode Island Division was advised that Mrs. T. would not be eligible for Old Age Assistance in Massachusetts as she was not a citizen, and furthermore, had to meet a three year residence requirement. The Massachusetts Department said that if Rhode Island could not assist it would be necessary to request authorization to return Mrs. T. to the place of her settlement.

Mrs. T. was still in very poor health but was happy and contented with her son's family and they seemed anxious to give her any necessary care, but as the unit was in the low income group they could not afford to keep the mother unless she could contribute for her needs.

The Massachusetts Department completed the investigation for determining the applicant's needs and the case was reopened by Rhode Island and accepted for a payment to meet these needs according to Massachusetts' Standards. Five months later Mrs. T. died and the funeral bill amounted to \$390.00. The Local Director in the town in which the recipient was living wrote the Local Director in the Rhode Island town in which Mrs. T. had formerly lived to inquire if the Rhode Island town would assume responsibility for the burial expenses. The Local Director in Rhode Island agreed to pay \$100.00 toward the funeral bill on receipt of an itemized account from the funeral

director. This amount represents the rate paid by this Rhode Island town for the funeral expenses of persons living there who have no resources to meet this need. The above information was forwarded to the Massachusetts' Local Director but nothing further has been heard and it is assumed that Mrs. T.'s son was able to meet the burial expenses without assistance.

As in the two cases previously reviewed the flexibility of the regulations of the Division of Public Assistance in Rhode Island is shown in making a plan to meet the needs of an elderly person. Although the woman lived only five months after the completion of the plan it was worthwhile if her last months were made happy by an opportunity to live with her son and leave an institutional environment. The realistic interpretation of policy and procedure resulted in the completion of a socially desirable plan for the recipient.

B. Problems in the Administration of the Policy.

A study of the sample shows that in the majority of the cases the mere granting of permission to leave the State and the periodic re-determination of eligibility was sufficient to insure a workable plan for the recipient. For the most part the recipients are self-sufficient and capable of planning their lives if given adequate financial assistance. This is in common with the situation existing in the majority of the in-state cases. A study of the reasons why the recipients left Rhode Island shows that fifteen of the twenty-five cases in the sample left the State to live with relatives.

TABLE VI

REASONS WHY RECIPIENTS LEFT RHODE ISLAND

Reason	Number of Recipients
To Live with Relatives	15
To Live with Friends	6
Health of Rhode Island Relative	1
Health of Recipient	2
Not Known	1
Total in Sample	25

The relatives were in most cases able to give assistance in making plans for the well being of the recipient or at least to cooperate with the out-of-state agency in completing a plan for the best interest of all concerned. In cases in which it was necessary for the agencies to assume the responsibility for planning, the problems were those of working out the details of the plan rather than any basic problem for which no solution could be found. In four cases out of the twenty-five in the sample it was necessary to enlist the assistance of the out-of-state agency in completing a medical plan for the recipient's care.

CASE VI

Mr. F., a single man of eighty-three, was living alone in a rooming house before leaving Rhode Island. He was totally deaf and nearly blind. He refused medical care as he felt his sight would be restored through his faith in his religion. He loved his independence and while accepting the fact intellectually that the time was fast approaching when he would need custodial care, he wished to remain by himself as long as possible.

Mr. F. had a niece living in Massachusetts about whom he often spoke with affection. She frequently sent him clothing which her son had out-grown, as the result of which, in spite of his affliction, Mr. F. always presented a meticulous appearance. He often mentioned that he would like to live near this niece as he was so fond of her but that he could not as he would have to be a financial burden to her.

When the present policy came into effect it was explained in full to Mr. F. who was inclined to consider it "too good to be true." He assured the worker that he knew she meant well but he felt sure she must be mistaken as Public Assistance regulations just did not allow of such liberality. He was reassured but still raised objections to the plan as he was afraid that the Division might change its mind after he moved to Massachusetts and then he would be worse off than ever. He did say that he would write his niece and tell her what the worker had told him.

Sometime later the niece wrote for an explanation of the policy and urged the Division to try to complete a plan for her uncle to be near her. Mr. F. could not make up his mind and it was felt nothing would be gained by trying to force him to complete a plan for which he was not ready. The worker assured him that she was ready to help him complete a plan to live with his niece but await word from him.

A few months later word was received from the niece that she had received a telegram from Mr. F.'s landlord to the effect that Mr. F. was very ill and that she had come to Rhode Island and taken her uncle home with her. She planned to be in Rhode Island the following day to close out the room and wished to talk with the worker about future plans. During this interview the niece expressed some concern lest she was taking on more of a burden than she could carry in assuming Mr. F.'s care and wanted assurance that some plan for custodial care could be made if it became necessary. She was assured that as long as Mr. F. was receiving assistance from Rhode Island he could be returned to the State Institutions if necessary. A financial plan was worked out to meet the need in the niece's

home.

Mr. F.'s niece was able to persuade him to see an eye doctor who assured him that the cataracts were operable and that his general physical condition was favorable for such an operation. After much persuasion Mr. F. consented to the operation. Through planning with the niece and the Bureau of Old Age Assistance in the Massachusetts' town, arrangements were completed for the operation at the Massachusetts' Eye and Ear Infirmary and Mr. F.'s payment was increased to enable him to pay his hospital bill. The operation was successful and Mr. F. is now able to read and write which has always been his favorite form of recreation. He has also obtained an earphone which enables him to carry on a conversation.

While Mr. F. was in the hospital the niece advised that she felt she could not have him return to her home because of her own poor health. The Massachusetts Department assisted in finding a convalescent home in the vicinity of the niece's home. Mr. F. went there when he was released from the hospital and is happy and contented in this environment. His payment was adjusted to meet his needs in this situation on the recommendation of the Massachusetts Department. The niece visits frequently and brings him delicacies and often has him for meals at her home.

This case shows the type of Public Assistance Service that may be available to an out-of-state case through the co-operation of the out-of-state agency. Although the relative was most anxious to cooperate in every way there were certain details of the medical plan that could not have been worked out without the assistance of the out-of-state agency. The Rhode Island Division had the security of knowing that while a considerable amount of money was being expended for care for this recipient, it was being used to the best possible advantage and that a public assistance agency was in control of the situation at all times to see that the best possible plan for all concerned was adopted.

The policy under study functioned to the benefit of this recipient in that his life became more personally satisfying. No social worker felt she had the right to question Mr. F.'s faith that his sight would be restored to him but his niece was able to persuade him to have the operation that made his life worth living again. If plans could not have been completed for Mr. F. to reside outside the borders of Rhode Island there is little doubt that the State Institutions would have had one more complaining, disgruntled old man among its population.

In the other three cases in which medical plans were worked out through the out-of-state agency, the agency advised of the cost of the medical care which enabled the Rhode Island Division to provide an adequate payment to meet the special need. As there were other more outstanding problems than the medical one the cases will be used to illustrate other points in the study.

As previously stated the availability of resources for the burial Old Age recipients who have moved out of the State, and have no insurance or other personal resource to meet this need, may be of some concern to the Rhode Island Division of Public Assistance. An examination of the sample shows that there is some basis for this concern. Fifteen of the twenty-five cases in the sample had no insurance or savings to meet

burial expenses. Of these fifteen cases, ten of the recipients have relatives who might be a possible resource to meet this need but in most instances the fact that the children or other relatives do not contribute to the financial needs of the recipient at this time might indicate their inability to pay funeral expenses. There is no information in the records to indicate that these relatives are willing or able to assume this responsibility. Seven of the recipients in the sample have insurance and two have savings to meet this need. In the other case in the sample the recipient died and expenses were met by a son. Three of the Old Age recipients in the sample of twenty-five studied died while residing outside the State. In Case V previously mentioned the out-of-state Public Welfare Director requested payment of burial expenses from the Local Director of the Rhode Island town in which the recipient had lived before leaving the State. This Local Director accepted this responsibility and agreed to meet the burial cost at the same rate his town paid for in-state cases who died without a burial resource. The fact that no reply was received to his offer does not change the fact that this Local Director was willing to extend the same service to out-of-state cases as to those residing within the borders of the State.

In the second case of a recipient dying outside the State

a son claimed the body and assumed the responsibility for the burial expenses (Case VIII).

The third case in which a recipient died while out of Rhode Island follows:

CASE VII

Mrs. C., age seventy-two, a widow with no children, was living alone in a three room, sparsely furnished tenement on the fringe of a city business district before leaving Rhode Island. Her physical condition at that time was not good as her legs were so swollen she was unable to walk farther than across the room. She had an aversion to doctors and as a result of her sharp criticisms of services rendered, several physicians had refused to continue to treat her. She would not accept the need for rest and care in a hospital and preferred to treat her own condition with patent preparations. In October 1943, Mrs. C. requested permission to move to Massachusetts to live with a dear friend. She moved five times in the next few months and it was difficult to arrange for a review of her circumstances.

She telephoned the Rhode Island worker frequently concerning the whereabouts of her checks which often became misplaced because of the rapid changes in address. Mrs. C. finally settled in a small town in Massachusetts and the Rhode Island Division was kept aware of her failing condition through correspondence with physicians who treated her, as well as by contact with the out-of-state agency. An adjustment was made in the payment on several occasions to enable Mrs. C. to pay for the services of a physician of her choice as well as for her medication. These payments were allowed on the basis of actual cost. A medical report advised of a condition of bronchial asthma, myocarditis, and heart decompensation. Early in August 1944, the Bureau of Old Age Assistance in the Massachusetts town notified the Rhode Island Division that Mrs. C. had expired at a Massachusetts hospital. She had requested to be buried in Rhode Island with her husband.

There were no resources for burial and the matter was referred to the Local Director in the Rhode Island city in which Mrs. C. had formerly lived. This Local Director authorized the return of the body to Rhode Island and the payment of burial expenses at the current rate paid by

that city for in-state cases dying without a burial resource. In addition, authorization was given for payment of expenses of the last illness, including doctor's fees, hospital bill, ambulance service, and medication, through the Bureau of Old Age Assistance in the Massachusetts town where Mrs. C. died.

There is some question as to whether the recipient in this case benefited by the policy under study. It was never determined what plan she meant to follow when she left the State. She moved rapidly from one situation to another and was living alone at the time it was possible to arrange a review of her situation. Her moving brought many problems to the Division. Her medical needs were high, and if it had been possible to meet these needs through planning with the out-of-state department, rather than with the doctors involved, the Rhode Island Division would have felt more security in knowing that the best plan for the recipient was being carried out.

The arrangements made for burial show the acceptance of this Local Director of the out-of-state policy as he authorized payment of expenses for the last illness and burial of the out-of-state recipient as he would have done for a recipient living in his city who died without resources to meet these needs for which no provision is made in the category program.

There is one case in the sample in which the problem on the surface is a medical one but in which there is an under-

lying social problem which was of administrative concern to the Division.

CASE VIII

Mr. R., age ninety-one, was living with a granddaughter in a Rhode Island town before moving to Connecticut to live with one of his married daughters. Mr. R. had been married twice and eleven children were living at the time of his acceptance on Old Age Assistance in 1937. There seemed to be a considerable amount of ill feeling among the children. None of them wanted to be burdened with the old man and yet none of them would sign for his commitment to an institution. The children refused to cooperate with the Division in giving financial assistance or in making plans for the care of their father. Several of the children had established homes in Connecticut and it was to one of the daughters that he went on leaving Rhode Island.

The next two years were stormy ones for the recipient, his children, the supervisor in Rhode Island who carried the case, and the Bureau of Old Age Assistance in Connecticut who serviced the case. Almost continuous correspondence was carried on between the two State agencies in an effort to make a plan for Mr. R.'s care. He became quite a trial and burden and was shunted between two daughters and a son in Connecticut. He showed symptoms of advanced senility in that he became forgetful, was incontinent, wandered out and became lost, and seemed to be living in the distant past. If he was crossed in any way he became sulky, packed his few treasures, and trotted off to one of the other families with a tall tale of his mistreatment by the family with whom he had last stayed. The daughter-in-law voiced the opinion that she should not be burdened with him as he had daughters of his own and at one time, one of the daughters threatened to bring the old man back to Rhode Island and leave him on the City Hall steps, unless something was done to relieve her of his care.

It was felt that Mr. R. was in need of custodial care and should be admitted to the Rhode Island State Infirmary or the State Hospital for Mental Diseases and applications for admission to these institutions were forwarded to the Connecticut agency for completion. There was some delay in returning them as the physicians in Connecticut did not know whether it would be legal for them to sign the applications as they were not licensed to practice in Rhode Island. A ruling was obtained that they could cross out the words "Rhode Island" and substitute "Connecticut."

A daughter signed the State Infirmary application but when they were returned to Rhode Island the Fiscal Agent in charge of admissions to the State Infirmary would not agree to have Mr. R. admitted as some of the medical information on the application indicated that Mr. R. had been exhibiting mental symptoms. The children refused to sign the application for admission to the State Hospital for Mental Diseases and obtained a physician's statement to the effect that Mr. R.'s symptoms were entirely due to old age and not to a mental condition. Meanwhile, the forms previously completed for admission to the State Infirmary became void due to the passage of time.

Before sending new application forms a conference between the case worker and the area supervisor was held on the case and it was decided that it would not be a socially desirable plan to have Mr. R. placed in the Rhode Island State Infirmary as his children were so far away they would probably never be able to visit him. It was felt that an attempt should be made to place Mr. R. in a hospital or convalescent home in Connecticut near his children and that the Old Age Assistance payment could be increased to meet the need in such a situation. The agency in Connecticut was able to locate a vacancy in one of their approved convalescent homes at a board rate of \$25.00 a week. The children agreed to supply clothing, shaves, incidentals, and doctor's fees. The payment was adjusted to meet the board rate and Mr. R. was admitted to this home. He passed away three months after his admission and funeral arrangements were made and paid for by a son from Massachusetts who had not been on speaking terms with the other children.

The problem in this case is a social one and centered around the feelings of a large number of children for their aged parent. It is questionable whether the policy under study operated in this case for the best interests of the recipient. On the contrary, it only seems to have complicated a problem which existed before the recipient left the State. This case shows the cooperation between agencies from two states in providing Public Assistance Service to an Old Age recipient. It appears that as much as possible was done

by the out-of-state agency in attempting to solve a difficult social problem.

These cases show that every effort was made by both the Rhode Island Division and the out-of-state agency servicing the case to insure the best possible Public Assistance Service to the recipients taking advantage of the privileges of the policy under study. It has been impossible to determine from a study of the sample that any administrative problem arose which was not solved to the best interest of the recipient and that the factor of the recipient being out of the State complicated the situation only in the matter of the time necessary to complete the plan through the medium of correspondence.

C. Attitudes and Residence Requirements of States Receiving Cases.

The attitude of the public assistance agencies in the States represented in the sample is determined from the correspondence and the evidence of Public Assistance Service given the out-of-state recipients upon the request of the Rhode Island Division. It does not necessarily represent the official attitude of the State Departments of Social Welfare toward the policy under study. The residence requirements of the States are those given in reply to the request for this information in the case correspondence in the sample.

There were ten states represented in the sample of

twenty-five cases. California had two, Connecticut four, Florida one, Massachusetts eleven, Michigan one, New Hampshire two, New York one, Pennsylvania one, Texas one, and Vermont one. An effort was made to include in the sample the same proportion of cases per State as are found in the total of seventy-seven (See Table V, page 21).

A study of the correspondence in the two California cases in the sample shows a difference of opinion concerning the eligibility requirements for recipients moving to that State from Rhode Island. In one case, the Rhode Island Division was informed that the recipient would not be eligible for assistance under the California Old Age Security Law until establishment of a five year residence, and that the recipient would not be eligible for free medical care as eligibility for indigent assistance in California requires a three year residence without receiving assistance from any source. No funds for transportation to a place of residence are available to recipients of categorical assistance.

The other person moved to another section of California. That agency reported that on March 29, 1943 the Attorney General ruled that, "The acceptance, while physically present in this State of aid or relief from another State or one of its political subdivisions, when residence in that State or its subdivisions is a condition to the granting of the aid, or

relief, is an indication of intent to retain residence in that State." The agency pointed out that in view of this ruling it would be impossible for a person living in California and receiving Old Age Assistance from Rhode Island to ever gain a residence there. It is not within the scope of this study to argue the pros and cons of the decisions given and they are merely presented as findings in the study of the sample. Both California agencies cooperated in reviewing the situation and in giving full and complete reports of the recipient's needs in his new environment.

There were four cases in the sample residing in Connecticut. The Rhode Island Division was advised that it would be necessary for the recipient to reside five years in Connecticut before being eligible for Old Age Assistance in that State. In reply to requests for servicing the cases the agencies replied that they felt able to give service only through the medium of an office interview or a questionnaire to relatives. However, when an emergency situation arose in one of the cases, living in this State (Case VIII), the Connecticut agency was most active in helping the Rhode Island Division work out a plan for the best interest of the recipient and his family.

One Old Age recipient in the sample moved to Florida. The agency advised that, "Whether the State Board will

consider that an individual can establish residence while receiving assistance from another State is controversial." In later correspondence in the case the State Welfare Board reported that the recipient would be eligible for Old Age Assistance in Florida after attaining a five year residence.

CASE IX

Mrs. X., a widow of eighty-one, was living with a niece and her family before leaving Rhode Island. She had suffered for some time from a throat condition which was finally diagnosed as a tumor of the right vocal cord. The physician advised that a warm climate would be beneficial for the condition.

Mrs. X. had a nephew living in Florida and before the present policy for out-of-state residence became effective she had gone to the home of this nephew for visits of three months duration on several occasions. In October 1943 the recipient decided to move to Florida as she felt the climate there helped her throat condition. She went to her nephew's home at first and later moved to an apartment near him. About six months later Mrs. X. was operated on by a famous surgeon at a Philadelphia hospital, for the removal of the tumor. She returned to Florida and stayed with her nephew during her convalescence, later returning to her apartment. Sometime later Mrs. X. suffered an attack of sleeping sickness from which she recovered and at the time of the last contact her health was better than it had been in many years.

The policy under study functioned in this case in making possible a plan for the return to health of the recipient taking advantage of its privileges. The Florida agency sent complete reports of the recipient's changing situation and the Rhode Island Division was able to make adjustments in the payment to meet the changing need as satisfactorily as if the recipient had never left the State.

Massachusetts had eleven cases in the sample. This State, being adjacent to the border of Rhode Island nearest the population centers, received the largest number of the recipients moving from Rhode Island. It is this State which might be expected to feel that the policy under study was creating a hardship by increasing their aged population as well as by increasing the load of their social workers. On the contrary, a study of the sample shows that both the State Department and the Local Agencies have been most cooperative in re-determining eligibility and planning for Public Assistance Service to recipients moving to this State. Case VI is an excellent example of the kind of service being given Rhode Island recipients by this neighboring State. A plan has been worked out whereby all out-of-state cases are serviced through the Bureau of Settlements in Boston, Massachusetts. Full and prompt replies are sent in response to any inquiry from the Rhode Island Division. The correspondence seems to indicate that the recipients living in Massachusetts have been requested to go to the local agency in the community in which they are living, with any problem which troubles them, as there are several instances where the Massachusetts Department has written the Rhode Island Division for suggestions and confirmation of plans for recipients when no request for service has been sent by the Rhode Island Division.

Correspondence indicates that it is necessary for a

recipient to gain a three year residence in Massachusetts, as well as meeting other eligibility requirements, before being eligible for Old Age Assistance in that State. Case VIII is an example of a recipient who was not a citizen and therefore, could never have been accepted in Massachusetts under the existing regulations.

There was one case in the sample in which the recipient went to Michigan to visit his daughter who was ill. Although it was his intent to go on a visiting rather than a moving basis the inclusion of the case in this study is valid as he remained over six months, which would not have been possible under the old regulation. The Michigan agency advised that it is necessary for the applicant to have a five year residence in that State before an application for Old Age Assistance can be made.

In discussing available medical facilities for the Rhode Island recipient they advised that Michigan has no medical plan for non-residents except in case of emergency. "If a client from out-of-state or county is in need of medical attention, it is customary to secure a diagnosis from the physician, a statement of the medical costs each month, and the cost of prescriptions, which we send to the out-of-state agency requesting that this amount be included in their budget."

The Michigan agency made the initial investigation and

sent a complete report of the new circumstances of the recipient. When requested by the Rhode Island Division to make a review at the end of the six month period, the out-of-state agency advised that it was necessary for them to limit their investigations to once a year, because of personnel and transportation problems, and they felt unable to give additional service to persons from other States.

There are two cases in the sample in which the recipient moved to New Hampshire. The New Hampshire agency advised that the recipient would need to establish a five year residence before being eligible for Old Age Assistance in that State. There is no direct relief available to out-of-state cases as that department operates on the basis that settlement in another State constitutes a resource to be used for a dependent person.

The New Hampshire department expressed appreciation of the progressive step taken by Rhode Island and expressed their willingness to make periodic reviews and to service any cases of Rhode Island recipients moving to that State. In one of the cases in the sample (Case III) the New Hampshire agency was instrumental in establishing the recipient's need as a part of the determination of his eligibility for Old Age Assistance from Rhode Island.

CASE X

Miss B., age seventy-eight, was living alone in a boarding situation before leaving Rhode Island. She had a sister living in New Hampshire and had frequently expressed a desire to make her home with this sister. Miss B. was quite deaf and showed some symptoms of senility. She suffered from arteriosclerosis and arthritis. Plans were made with her to move to New Hampshire. The agency there reports that the recipient's condition has become progressively worse. At this time she spends her days in a wheel chair and cannot walk without assistance. She has a flaking condition of the skin and has to be rubbed several times daily with baby oil. It is necessary for the doctor to call several times monthly and the services of the visiting nurse, at \$1.00 a visit, are needed at least twice weekly. The agency estimates a special medical need of \$16.00 monthly and reports that the sister, with whom the recipient went to live, is giving her excellent and loving care.

The New Hampshire agency has given this case close supervision and has reported the situation fully at frequent intervals. The Rhode Island Division has the security of knowing that the recipient is getting adequate medical care and that a control is kept by the out-of-state agency. The care provided by the sister of the recipient has resulted in benefits to Miss B., and at the same time, has provided a solution to what would have been a problem had the recipient remained in Rhode Island. The policy under study was instrumental in making possible a socially desirable as well as a satisfactory plan for the care of this recipient taking advantage of its privileges.

There is one case in the sample in which the recipient moved to New York. The New York agency advised that the

recipient would be eligible for Old Age Assistance in that State at the end of one year. The recipient called at the out-of-state agency to report her circumstances and reports to the Rhode Island Division were based on these interviews.

CASE XI

Miss S., age sixty-seven, was rooming with a recipient of Aid to Dependent Children in the Italian section of a city in Rhode Island before leaving the State. Twenty-four days after Miss S.'s acceptance on Old Age Assistance, the social worker was notified by a friend of Miss S.'s that she had moved to New York to live with her sister.

The New York agency made a review of the new situation and eleven months later advised the Rhode Island Division that Miss S. wished to return to Rhode Island as she was not happy in her sister's home. The out-of-state agency had been in correspondence with the Italian Secretary of the International Institute in the Rhode Island city in which the recipient had formerly lived to enlist the service of this agency in finding suitable living quarters for Miss S. This agency had been active in helping Miss S. procure her birth certificate and in obtaining legal counsel in a personal matter prior to her acceptance for Old Age Assistance. Because of the acute housing shortage it has been impossible for the agency to find adequate living quarters.

This is the only example in the sample in which an out-of-state agency made use of a resource in Rhode Island other than the Public Assistance Division in servicing an out-of-state case.

One person in the sample left Rhode Island to visit a daughter in Pennsylvania. He planned to return to Rhode Island and kept his tenement. His return was postponed from time to time because of the continued illness of his daughter.

There was no contact made with the Pennsylvania agency and the residence requirement or attitude of this State toward the Rhode Island policy cannot be determined from the sample studied.

One recipient in the sample moved to Texas. The Texas agency was most cordial in meeting the request of the Rhode Island Division for servicing the case. The Rhode Island Division was informed that the recipient must reside in Texas for five years before becoming eligible for assistance in that State.

CASE XII

Mrs. W., a widow of seventy-five, was living with her son and his family before leaving Rhode Island. She received a small payment to meet her personal needs because of the inability of her son to provide entire support.

In November 1942 the recipient moved with the unit to the home of the grandmother of the daughter-in-law in Texas. She wrote that her son was being treated for a throat condition for which the climate of Texas was believed to be beneficial. She felt that he needed her to care for him as his wife had been forced to leave the home to secure work to meet the financial needs of the unit.

The Texas agency made a review of the situation and gave the opinion that the Rhode Island Division should meet the recipient's request for an increase in payment, based on a boarding rate, as the unit was in quite straightened financial circumstances because of the son's illness. The agency brought out an interesting limitation to their investigation in stating that, "The laws of Texas prohibit a worker inquiring into the ability of a child to care for a parent." Their report was based on information volunteered by the recipient and others in the unit. The plan appeared to be a socially desirable one and Mrs. W.'s presence in the unit was needed and appreciated.

Through the cooperation of the Texas agency the Rhode Island Division was kept aware of the recipient's situation and changing need. The agency agreed to visit the case on an annual basis, as is their procedure with their own cases, but stated they would be glad to have the recipient report to the office periodically and would forward a report to the Rhode Island Division of these interviews. As a result of the privileges granted by the policy under study this recipient was able to remain with her son when he left Rhode Island and is able to assume a useful and personally satisfying role in the unit without becoming a financial burden.

The State of Vermont has one case represented in the sample. The agency advised the Rhode Island Division that it would be necessary for the recipient to gain a five year settlement before being eligible for Old Age Assistance in Vermont. The case residing in this State is Case IV, reviewed on page 36. The Vermont agency expressed appreciation of the new attitude of Rhode Island regarding outside residence as well as their willingness to service the case. Their excellent and full reports have kept the Rhode Island Division informed of the situation and have been the basis for granting adequate assistance in meeting a serious medical problem.

D. Effect of the Policy on the Lives of the Recipients.

It is not possible to determine from a study of the

sample clear-cut data on the effect of the policy on the lives of the recipients taking advantage of its privileges. Only the end results are seen and there is no way of knowing how much the mere opportunity to move as he pleased meant in emotional satisfaction to the recipient. Any data on this subject must be accepted with the reservations and limitations imposed by the possibility of subjectivity in the recording as there is no standard of measurement for human satisfaction. What may appear to be socially undesirable from the worker's viewpoint may be perfectly satisfactory from the viewpoint of the recipient. In the study of the sample a change in plan after the recipient left Rhode Island has been taken as an indication of dissatisfaction and a negative effect of the policy on the recipient's life. Of the sample of twenty-five cases, seven made a change in plan after leaving the State. In one case the recipient had gone to Massachusetts to recuperate from an attack of shingles and later went to Connecticut to live with a foster-daughter. This change does not necessarily indicate dissatisfaction as this may have been the recipient's original plan. In another case the recipient moved to Connecticut to live with friends and later went to New York to live with a niece. The record does not state the reason for the change and as we have no proof of dissatisfaction this case is not valid in proving the point under discussion.

Case VII and Case VIII previously reviewed show frequent change in the recipient's situation and seem to indicate that the privileges of the policy under study had little beneficial effect on the lives of the recipients.

CASE XIII

Mr. G., age seventy-seven, a widower with no children, was living alone in a furnished first floor room in a rooming house in the urban district before leaving Rhode Island. He has been a cripple for many years and gets about only with the aid of crutches. He has no use for doctors or hospitals and thinks his own home-made remedies better than anything the "saw-bones" have to offer. He sat in his armchair by the hour tinkering with old radios and watching the passing traffic. He was not at all disturbed by the accumulation of dirt and flies that surrounded him. He was dependent on the kindness of others in the house for his shopping and personal needs. A boarding home held no charms for him and he enjoyed his independence.

The social worker was always a welcome caller and Mr. G. took occasion to summon her in with a tap of his crutch on the window whenever he saw her passing by. The conversation, sooner or later, always turned to the subject of his only sister, a resident of Massachusetts. She, too, received Old Age Assistance and could not leave her State. He often spoke of wishing he could make his home with her as at times he was very lonely. He visited her about twice a year staying about a week at a time and starting to save for the next trip each time he returned.

When the present plan for out-of-state recipients became effective he was overjoyed at the opportunity to spend his last days with his sister. She, too, seemed to want him and had an extra room for him. The plan seemed a good one as the worker felt it was only a question of time before he would need more care than he could receive in a rooming situation. As he was a gentleman of decided opinions, the worker had not looked forward to the possibility of having to persuade him to enter a boarding or convalescent home.

Mr. G. established himself in his sister's home and the worker determined that Mr. G. was maintaining his independence by paying for his room and buying his own food as well as preparing his own meals, as he did not care for his sister's taste in food.

At the end of six months the Massachusetts agency reported that Mr. G.'s sister had moved out, taking most of the furniture with her, as she had been unable to stand him any longer. He had been domineering, jealous of any attentions shown the other male roomers, and "tried to run the house." For her own peace of mind she left him and refused to reconsider her action. Mr. G. is now living alone in a partially furnished five room tenement on the third floor. The worker is concerned that in case of fire he would be unable to get out because of his crippled condition. He is still allergic to doctors and hospitals and resists all suggestions that he move to a boarding situation. He placidly insists that his present arrangements are perfectly satisfactory.

It does not seem that the functioning of this policy has been advantageous in improving Mr. G.'s social or environmental situation. He and his sister were good friends and companions when their association was limited to semi-annual visits. The long years of living alone and doing as he wished developed personality traits that made him an unpleasant companion and he was too inflexible to adjust to close association. Perhaps, she too, had her own well-established ways and could not adjust to him. The physical environment has not improved. In Rhode Island, heat and light were taken care of without any personal effort on his part. Knowing his physical limitations it is difficult to see how he can possibly be managing in a third floor tenement, unless he has found a friend to help him out, as his payment is not sufficient to enable him to hire anyone to run his errands.

CASE XIV

Mrs. G., age seventy-one, a widow with no children, was

living alone in a tenement before leaving Rhode Island. She was diabetic and on a strict diet as well as being partially blind from cataracts on both eyes. She had been in correspondence with a niece of her late husband, who was living in California and had expressed the desire to have Mrs. G. go to live with her. This niece sent transportation money for the trip west and Mrs. G. closed her home and disposed of her furniture.

She had hardly arrived in California when she wrote the Rhode Island Division saying that she wished to return to that State. It seems that either the out-of-state policy had not been clearly explained to her or she had misunderstood. She wrote that she had gone to the agency in the California town in which her niece lived to inquire if her "pension" had been transferred and was apparently told, in no uncertain terms, that Old Age Assistance is not transferable from one State to another and that she would not be eligible for Old Age Assistance in California for at least five years. This information caused apprehension to Mrs. G.'s niece who chided her for not being sure about the "pension" before leaving Rhode Island. Mrs. G. mentioned the "unkind treatment" by her deceased husband's people and her desire to leave their home. A plan to establish a home with her sister-in-law, the mother of this niece, had failed as the California Laws forbade this woman to evict tenants from the house in which the unit had planned to live.

Before a letter from the Rhode Island Division explaining that assistance would continue to be sent from Rhode Island had reached Mrs. G. her check arrived. The payment had been adjusted to meet the need in the new situation and rent and overhead expenses formerly needed had been taken from the budget. Mrs. G. wrote at once saying that she did not understand the decrease and could not live on the adjusted amount.

The California agency had meanwhile received the request of the Rhode Island Division for a review of the circumstances and reported that it appeared that when Mrs. G. had arrived at the home of her niece and it was discovered that she was not strong enough to do the housework, she was no longer welcome. They felt it was socially undesirable for Mrs. G. to remain in California, and on the basis of the recipient's desire to return to Rhode Island, California requested authorization for her return and requested that Rhode Island send money for her return fare as they have "no funds for transportation to the place of residence for recipients of categorical assistance." They further stated that the niece could not pay the recipient's return fare.

A telegram was sent to the California agency stating that Rhode Island could not arrange for the transportation but would meet her needs when she arrived back in that State. Apparently the California agency decided to pay the transportation as their next letter stated that when the worker had gone to give Mrs. G. her train ticket, they found that she had fallen and injured her leg, and would be unable to travel for a few weeks.

A month later a letter from the recipient advised that she had recovered from her fall, had found herself a room, and had decided to remain in California as she liked the climate. The payment was adjusted to meet the need in the new situation and Mrs. G. corresponds regularly, and at great length, and seemed very happy at the time of the last contact. Details of this correspondence have been reviewed in the section on "contacts with the recipients" earlier in this study.

This case shows the difficulties that may arise if the plan is not thoroughly understood by the recipient before leaving Rhode Island. There were other factors involved in the breakdown of the original plan but it would seem that the policy under study was the cause of considerable apprehension and misunderstanding. The recipient was resourceful enough to change her original plan for one more to her liking and she is now enjoying the privileges extended to her by the present out-of-state policy.

CASE XV

Mrs. B., a widow of seventy-two, was living with her granddaughter, a girl in her teens, in a rooming house in a large city in Rhode Island before leaving the State. She was very reticent about her personal affairs and the worker servicing the case was unable to unravel certain details in the family relationships. The reason why this granddaughter was living with the recipient instead of with her mother in California could not be determined. Living conditions were not considered socially desirable

as the neighborhood in which this rooming house is situated has a questionable reputation.

Mrs. B. came to the office one day to advise that her grandson, brother of the girl living in the unit, was sending money to pay the fare of both his sister and the recipient to California. This boy was in the service and said he would be more contented knowing that the family was together. Plans were made by him with his mother for the recipient and his sister to join the family unit in California.

The California agency was asked to review the situation and reported that the interview of their worker had been unsatisfactory as far as determining the financial circumstances of the unit, as neither the recipient nor her daughter would give any definite information other than that Mrs. B. needed her "pension."

At the time of the six month review it was determined that Mrs. B. and her granddaughter had moved out of the unit as "they did not get along well with the second husband of Mrs. B.'s daughter." The recipient was now living with her granddaughter who was now married to a serviceman. The unit was crowded into three very small rooms and Mrs. B. was sleeping on a davenport in the living room. Her daughter never visits and contributes nothing in the way of support. The only income in the unit other than Mrs. B.'s Old Age payment is the allotment sent his wife by the serviceman. Mrs. B. seemed content in the present situation and the attitude of the granddaughter was not determined.

The social information obtained in this case is so meagre that it is not possible to determine to any satisfactory degree whether or not the policy under study worked for the benefit of the recipient. The first plan made did not bring satisfaction and although there is a close attachment between the recipient and her granddaughter at this time, her future welcome in the unit is problematical.

A study of the sample shows that there seems to be little relationship, in terms of the beneficial working of the policy,

between the cases in which the plan was worked out with the help of the social worker before the recipient left Rhode Island and those in which the recipient made his own plan. In twelve cases out of the sample of twenty-five the plan was discussed with the Rhode Island social worker before the recipient left the State and in thirteen cases the Division was notified of the change after the recipient had left the State.

Of the seven persons making a change in plan after leaving the State there were three with whom the Rhode Island social worker participated in planning and four who notified the Division of the change in residence after leaving the State.

E. Public Assistance Service Provided.

Before examining the sample for evidences Public Assistance Service it is necessary to define the term. Staff Letter No. II, from the Chief Supervisor to the Staff, defines some of the essential elements of Public Assistance Service.

. . . Now when we think in terms of Public Assistance Service, we might think of need as "the difference between the sum total of the individual's requirements for life and living and the portion of them which are in his possession when he applies for assistance. In addition to the minimum material security, his requirements for life and living include the source of an independent income, happy family relationships which, among other things, make the use of his income satisfying, good health, useful occupation -- financially compensated or not -- education, play, a satisfying spiritual life, a sense of fulfillment of the purpose of living. . . . We might consider now that

the need is being set forth, the applicant is planning, or is receiving service in planning, to meet it in part at least, is learning to know how to ask for what he needs, to take next steps with understanding, to look ahead to more distant goals. When he knows what to request and requests it, will not the service provided be that which he wishes and that which conforms with his pattern of living, not ours? And so throughout the period of contact of social worker and applicant, the diagnostic and treatment service continues -- in the relationship itself, by the information offered by the social worker of appropriate community resources for medical care, employment, vocational guidance, recreation, and so forth, by the stimulation, as advisable, on the part of the social worker of a desire for the use of appropriate agencies, by adequate referrals, when necessary, by direct help in such matters as money management, in the selection of the proper range of low cost, low point foods, in obtaining a convalescent or a foster home. . . .²

When the Old Age Assistance recipients in Rhode Island have the benefit of Public Assistance Service provided by social workers imbued with the philosophy set forth in this staff letter it must be determined whether or not a recipient, in taking advantage of the policy under study, is losing something of value which has not been replaced by the Public Assistance Service provided by the agency in the State in which he has taken residence.

It is not possible to compile statistics on a point as elusive as Public Assistance Service. Consideration must be given, among other things, to personalities, the limitations

2 Rhode Island Division of Public Assistance, Staff Letter II, Public Assistance Service, May 17, 1944.
(Mimeographed).

of correspondence, the factor of interpretation, and the difficulty of evaluating plans made in terms of personal satisfaction to the recipient involved. It is only possible to base an opinion as to the availability of Public Assistance Service to the out-of-state recipients on the evidence presented by the cases in the sample in which service has been requested by the Rhode Island Division.

In nineteen cases out of the twenty-five in the sample request for Public Assistance Service was made by the Rhode Island Division. In every case a response was received and the agency involved made an initial visit to review the situation. Further service was based on the policy in effect in the individual State for service to their own recipients. A review of the cases shows that in no instance where a recipient was in need of Public Assistance Service was this service refused by the out-of-state agency, and in every instance an attempt was made to insure any specialized service that was necessary to the health or comfort of the recipient. The service provided varied in complexity from the very skillful job of the re-determination of eligibility to the making of such a complex plan for medical care as is illustrated in Case VI. In each case of the nineteen for which the Rhode Island Division requested service, the situation was reviewed and need was established to re-determine the eligibility of the recipient for Old Age Assistance in his new environment.

There can be no clear-cut division of the cases into specialized service as in most of the cases reviewed there was more than one type of service rendered. In sixteen of the nineteen cases in which service was requested by the Rhode Island Division the predominant service offered was that of establishing need as the basis for the re-determination of eligibility for Old Age Assistance under the Rhode Island Plan. In two of the cases out of the nineteen, the predominant service given was in establishing eligibility for reinstatement of the payment. In one case that was pending with the Rhode Island Division, eligibility was established for acceptance of the case. There were two cases in which the predominant service was in the solution of a social problem and three in which the predominant service given by the out-of-state agency resulted in an adequate medical plan to meet a specific need. Public Assistance Service weaves a thread throughout the cases reviewed and may be noted in the cases summarized for this study.

CHAPTER IV

SUMMARY AND CONCLUSIONS

The purpose of this study has been to examine the policy of the Division of Public Assistance of the State of Rhode Island Department of Social Welfare for the out-of-state residence of its recipients of Old Age Assistance.

This study has been limited to a statistical study of the seventy-seven cases receiving an Old Age Assistance check at an out-of-state address for the month of September 1944, to determine: (1) the incidence of the movement of Old Age recipients from Rhode Island, (2) the amount of money expended on the out-of-state cases in comparison with the total spent for Old Age Assistance in this month, (3) the sex of Old Age recipients moving from Rhode Island and, (4) the States represented in the out-of-state cases.

A more detailed examination has been made of a representative sample of twenty-five of the seventy-seven cases to determine: (1) the uniformity of interpretation and procedures of administration of the policy by the five Administrative Areas of the Division of Public Assistance, (2) special problems arising in connection with the administration of the policy, (3) the attitudes toward the policy and residence requirement of the States in which the recipients have taken residence, (4) the effect of the policy on the lives of the

recipients taking advantage of its privileges and, (5) the evidence of available Public Assistance Service to the out-of-state recipients.

Since August 21, 1942 any recipient of Old Age Assistance may move from Rhode Island and reside outside the State as long as he wishes. The Rhode Island Division of Public Assistance will continue assistance until the State to which the recipient moves is willing to assist. The Division was charged with two responsibilities in regard to this policy: (1) to ask the State Department of Public Assistance in the jurisdiction in which the recipient is living to make periodic reviews to determine the continued need of assistance, and (2) to continue assistance until the State to which the recipient has moved is willing to assist.

The study brought out that there is deviation among the Areas in the interpretation of the application of the policy in relation to these responsibilities. Periodic review was interpreted as meaning at three month intervals, at six month intervals, annually, or at no regular interval. The continuation of assistance until the State to which the recipient has moved is willing to assist involves the process of notifying the out-of-state department of the fact that the recipient has moved there, as well as determining from the out-of-state department when the recipient will be eligible for

assistance in that State. In seven of the cases in the sample there was nothing in the record to indicate that this second responsibility had been met.

There has been one procedure set up specifically for the administration of the out-of-state cases. In March 1943 a plan was authorized whereby an out-of-state recipient's payment might be increased to cover complete medical and hospitalization costs without regard to any maximum, at the rate which the Division of Public Assistance in the other State would have to pay for this service. In every case reviewed, where there was a special medical need, this need was met according to the above procedure.

The problem of providing for the payment of burial costs and expenses incurred during the last illness for out-of-state recipients dying without a resource to meet this need, may be of concern to the Rhode Island Division as there is no provision in the Old Age Assistance Plan to meet this need. General Public Assistance is available to meet this need for in-state cases but the availability of the resource to the out-of-state cases is dependent upon the acceptance of the policy under study by the Local Directors of Public Welfare who administer General Public Assistance.

The results of this study indicate that this problem is one which may gain importance as more recipients leave the

State. Fifteen of the twenty-five cases in the sample have no insurance or savings for burial costs, and it is evident, that as long as other States retain their settlement laws, this need will not be met by the State to which the recipient has moved. Of the three cases who died after leaving the State; a son assumed the responsibility in one case, the Rhode Island Local Director agreed to assume the responsibility in the second case, and in the third case, the Rhode Island Local Director financed the return of the cadaver to Rhode Island and authorized payment of burial costs as well as hospital and other expenses of the last illness.

Two cases are too small a number on which to base an opinion as to the general feeling of the Rhode Island Local Directors regarding this problem and no valid conclusion on the subject can be reached from this study.

The following material summarizes the statistical findings on the seventy-seven cases receiving an Old Age Assistance check at an address outside the borders of the State of Rhode Island for September 1944 and offers some conclusions based on the findings. In September 1944 there were seven thousand, one hundred and eighty-five persons receiving Old Age Assistance in Rhode Island. Of this number 77, were receiving an Old Age Assistance check at an address outside the borders of Rhode Island. After two years under the policy

only 1.07% of the total cases had moved out of Rhode Island. This would seem to indicate that Old Age recipients are not moving without good reason, and Rhode Island can hardly be accused by other States of attempting to lower the Old Age Assistance rolls by moving the recipients to other States.

Rhode Island had a total obligation of \$230,731.00 for Old Age Assistance for the month of September 1944. Of this amount, \$2,688.00, or 1.16% of the total, represented the obligation for assistance payments sent to recipients living out of the State. The conclusion is drawn that 1.16% of the total spent for Old Age Assistance is small, when balanced against the right of a free people, to choose their place of residence.

In the total of seventy-seven cases, twenty-one, or about one-quarter, are men and fifty-six or, about three-quarters, are women. The conclusion is reached that the findings of the study show that age does not change the basic desires of the sexes in regard to moving about and that women, young or old, seem to be the more restless sex.

As of September 1944 there were ten States represented in the out-of-state cases. This number is such a small sample of the total forty-eight that no conclusions can be drawn regarding the attitudes of the States, as a whole, toward the policy under study. These States are fairly representative

of such geographical sections of the country as the far west, the middle west, the south, etc. and there seems to be little question that the policy of Rhode Island for its Old Age recipients has been the subject of discussion in various States.

The study shows that the larger number of recipients moved to the States adjacent to Rhode Island. This may possibly be accounted for by the fact that there are no restrictions to the migration of self-supporting persons from one State to another and relatives of the recipients may have moved to adjacent States in which a similar type of gainful employment as that found in Rhode Island is available.

The results of this study, in respect to the uniformity of interpretation and procedures of administration of the policy, show considerable deviation in the respective Administrative Areas. In sixteen cases the social worker who was carrying the case before the recipient left Rhode Island continued to be responsible for the case and the continuation of service to the recipient. In one case, contacts were maintained by the District Supervisor. Area III transfers all the out-of-state cases to one senior worker who assumes responsibility for the control of and service to the case.

The second area of deviation is in the Standards of Assistance used in the determination of the payment. In twenty cases rent is allowed on an actual basis, and food, clothing,

minimum health, and incidentals are allowed according to the Rhode Island standard for in-state cases. In five cases the payment is based on the budgetary need as determined by the out-of-state agency using the standards in effect in the State to which the recipient has moved.

This study has shown that correspondence is the most practical method of contact with the out-of-state case. Because of the expense involved, the telephone and the telegram are practical only in case of emergency. The value of the Rhode Island worker crossing the State line to service cases is questionable in view of future relationships in the event the case is, in time, accepted by the State to which the recipient moves. It is also impractical for cases other than those close to the Rhode Island border. A study of the results of the correspondence shows that the style and composition of the correspondence is an important element in controlling and servicing the out-of-state case. In view of the relationships established with out-of-state departments, the continuity of control and availability of Public Assistance Service to the recipients, in the Area in which all the out-of-state cases are carried by one worker the conclusion is reached that there are many positive values in a plan for centralized supervision of the out-of-state cases.

It is recommended, in view of the positive values to the

recipient and the State Division as shown by the study, that all the out-of-state cases be transferred to one worker as soon as the recipient leaves the State. This procedure would insure uniformity of interpretation and administration. Through consistent and frequent contact with public assistance departments in other States, by the same person, relationships would be built up which would assure uniform Public Assistance Service to the out-of-state recipients as long as they continued to be assisted by the Rhode Island Division. The Rhode Island Division of Public Assistance would gain financially, by having a more consistent control of the cases, and would have the assurance that the money spent to meet special needs would be used to provide the best care available for the recipient.

The study shows that the main problems in administration centered around medical needs, family relationships, and burial arrangements. These problems were met through the co-operation of the out-of-state agency in completing a plan for the best interests of all concerned. The service was affected only by the delay due to the need of extensive correspondence and the fact that the program is so new that policies have not been formulated for the solution of some of the problems that arose. It is concluded that as relationships with out-of-state agencies are strengthened and policies formulated for uniformity of practice on these or similar problems,

there will not be the delay in service that is evident in some of the situations reviewed.

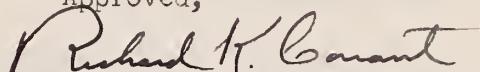
The results of the study show that the majority of the recipients left Rhode Island to live with relatives or friends and did not leave for the purpose of obtaining more assistance or just to be moving. The conclusion is reached that this policy has enabled recipients of Old Age Assistance in Rhode Island to strengthen family and friendship ties and has been a factor in the amelioration of the loneliness which is characteristic of most old people who find themselves cut off from relatives or friends by virtue of their need for public assistance.

In conclusion, it is evident from even as limited a study as this, that the present policy of Rhode Island for its out-of-state recipients has resulted in a more normal life for the elderly person. It has enabled him to function as a free citizen in a democracy and has met the objective of the Rhode Island Division in preserving for him his inalienable right to plan his life as he sees fit. The functioning of the policy has not resulted in the wholesale exit from the State of Old Age recipients nor has it increased the cost of the Old Age program to the State. The States to which the recipients have gone have not suffered an extensive increase in their case loads and little hardship is caused by the request of the

Rhode Island Division for service to the case in view of Rhode Island's expressed willingness to give reciprocal service to recipients from other States. This policy has enabled the Rhode Island Division of Public Assistance to approximate its basic philosophy of the right of every American to assistance when and where he needs it without regard to State boundaries.

It is to be hoped that the other States in the Union will study Rhode Island's plan and will, within the near future, remove their restrictions to the migration of Old Age recipients so that these people in the twilight of life may live out their span of life in the place in which they can achieve the maximum in comfort and personal happiness.

Approved,


Richard K. Conant

Richard K. Conant, Dean

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APPENDIX A

SCHEDULE

Case Name _____ No. _____ Birth Date _____ Place of Birth _____ Sex _____

Marital Status _____ R.I. Residence _____ Present State of Residence and Date Moved There _____

Residence Requirement in Present State and Date Recipient Becomes Eligible in that State _____

No. of Living Children _____ Support by Children _____

Date Accepted on Old Age Assistance _____

Environment and Social Situation Prior to Leaving Rhode Island _____

Present Environment and Social Situation _____ Change from Original Plan _____

Reason for Leaving R.I. _____ Physical or Mental Limitations _____

Prior Grant and Items Covered; Standard Used _____

Present Grant and Items Covered; Standard Used _____

Methods of Contact with the Case _____ Frequency of Contact _____
Personal Correspondence _____ Correspondence with Social Agency _____
Correspondence with Relatives _____ Other _____

Evidence of Public Assistance Service _____

How is Need of Service Determined? _____

Medical Service: _____

By Whom Provided? _____ Standard _____

Burial Provision
Recipient _____ Other _____

Other Services Provided _____

APPENDIX B

COPY

August 21, 1942

Area Supervisors
Public Assistance

Glen Leet, Administrator
Public Assistance

Residence Out-of-State

In view of the fact that our residence for recipients out-of-State has already been extended for an indefinite period for those persons who would feel safer living elsewhere, we are liberalizing our whole interpretation for out-of-State recipients and advising that any relief recipient may move from the State and reside outside the State for as long as it seems desirable. The Department has two responsibilities in regard to this:

1. To ask the State Department of Public Assistance in the jurisdiction in which the recipient is living to make investigations periodically to determine the continued need of assistance.
2. To continue assistance until the State to which the recipient has moved is willing to assist.

In order to accomplish 2 above, it is necessary that as soon as a recipient moves to another State that contact be made with the state department to determine at what point they would be eligible to have application filed for assistance in that state. It should be pointed out that if a case from that came to live in Rhode Island, we would accept an application and pick the case up, if they are eligible according to our Standards, at the end of a year.

Glen Leet
Administrator
Public Assistance

APPENDIX C

COPY

March 31, 1943

Area Supervisors
Public Assistance

Glen Leet, Administrator
Public Assistance

Payment of Hospitalization and Medical Costs for
Category Assistance Recipients Residing Outside the State.

Henceforth, any case receiving assistance from Rhode Island residing in another State may have its grant increased to cover complete medical and hospitalization costs without regard to any maximum. The hospitalization and medical care will be included in the budget at the rate which the Division of Public Assistance of the other State would have to pay for such service. This provides for the inclusion in the grant of the payment of physician's fees whether such care has been needed for just one specific period or whether the care will be a continuing need on a regular monthly basis.

Glen Leet
Administrator
Public Assistance

APPENDIX D

COPY

October 8, 1942

Area Supervisors
Public Assistance

Glen Leet, Administrator
Public Assistance

Assistance After Death

The question has been raised whether an application for General Public Assistance may be made on behalf of a person who is dead. Such application may be made on behalf of a deceased person by any General Public Assistance worker, Director of Public Welfare, or any relative of the deceased person. If this were not the method it would be impossible to pay for burial in cases of persons who died without resources. Such persons may be accepted for an amount sufficient to cover burial, and also if necessary, for an amount sufficient to liquidate hospital expenses incurred during the last illness.

Glen Leet
Administrator
Public Assistance



BOSTON UNIVERSITY



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